

Report of City Development

Report to Chief Planning Officer

Date: 28th June 2017

Subject: Halton Moor and Osmondthorpe Development Framework

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s):	Templenewsam	
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number:		
Appendix number:		

Summary of main issues

1. This report focuses on a Development Framework that has been prepared for the Halton Moor and Osmondthorpe area of the city to assist in stimulating and guiding investment and shaping the future regeneration of this East Leeds neighbourhood.
2. In the wider regeneration context East Leeds will see extensive new housing growth through the Council's Brownfield Land Programme, development of land via the East Leeds Extension, Grimes Dyke and Manston Lane. This delivery of housing is critical to supporting the city's growth, realising the Vision for Leeds and delivering the Best Council Plan. In addition mixed use and commercial led development will come forward at Thorpe Park and in the Leeds City Region Enterprise Zone at J45 of the M1.
3. There is a substantial amount of brownfield land in the inner area, which will play a vital role in ensuring an appropriate balance of housing development on mainly previously developed land, and has the potential to support the wider regeneration of some of the more deprived parts of East Leeds. Halton Moor and Osmondthorpe is one such neighbourhood where there is a legacy of previously developed sites.
4. The Council has a key role in bringing forward brownfield sites for development where it owns land, working with other landowners to enable development of third party sites and in providing guidance and certainty to stimulate the necessary investment to get the best value and outcomes for local people and their neighbourhoods.

5. Over the last two years the Council has worked closely with Ward Members, residents and other stakeholders to create a Development Framework for the Halton Moor and Osmondthorpe area that will set out a local vision for regeneration, identify and help promote development opportunities to developers and identify wider improvements to ensure that new development is sustainable and provides benefits to the wider community. The framework will act as informal planning guidance to guide development schemes and inform the determination of planning applications..
6. The Development Framework, appended, identifies opportunities for housing development on both Council and third party land, improvements to open space and green connectivity, improvements to public transport including walking and cycling to help local people access training and job opportunities in the local area.

Recommendations

1. The Chief Planning Officer is requested to approve the Halton Moor and Osmondthorpe Development Framework that will help shape the future regeneration of these neighbourhoods of East Leeds.
2. Approve that the Chief Planning Officer makes future changes to the Development Framework to ensure consistency with the Council's Site Allocations Plan upon its adoption.

1 Purpose of this report

- 1.1 The purpose of the report is to set out the principles and primary proposals within the Halton Moor and Osmondthorpe Development Framework and to seek its approval.

Background information

- 2.1 In the wider regeneration context East Leeds will see extensive new housing growth through the Council's Brownfield Land Programme, development of land via the East Leeds Extension, Grimes Dyke and Manston Lane. This delivery of housing is critical to supporting the city's growth, realising the Vision for Leeds and delivering the Best Council Plan. New homes and the investment that comes with them will play a central role in meeting the needs of current and future residents of Leeds; enabling families and children to be healthy and to succeed; meeting older people's needs and preference to live at home independently; and in helping communities realise ambitions for the regeneration of their neighbourhoods. In addition mixed use and commercial led development will come forward at Thorpe Park and in the Leeds City Region Enterprise Zone at J45 of the M1.
- 2.2 There is a substantial amount of brownfield land in the inner area, which will play a vital role in ensuring an appropriate balance of housing development on mainly previously developed land, and has the potential to support the wider regeneration of some of the more deprived parts of East Leeds. Seacroft, Halton Moor and Osmondthorpe are areas where there is a legacy of previously developed sites made available through clearance of poor quality properties.
- 2.3 The Council has a key role in bringing forward brownfield sites for development where it owns land, working with other landowners to enable development of third party sites and in providing guidance and certainty to stimulate the necessary investment to get the best value and outcomes for local people and their neighbourhoods. In 2015, the Killingbeck and Seacroft Neighbourhood Framework was approved by the Council which guides development and investment into this part of the city. This brought together ward member and community views and aspirations for the area and has formed a strong basis for the Council bringing land forward for development. This prompted work to commence on a similar document for Halton Moor and Osmondthorpe.
- 2.4 Within Halton Moor and Osmondthorpe, the Council has already brought five of brownfield sites which are to be developed by Keepmoat over an 8 year period. Planning approval was granted for these sites on 30th March 2017 and it is envisaged that development on the first of these sites (Cartmell Drive) will start in summer 2017. Other privately owned sites within the neighbourhood are being considered for housing development. Waterloo sidings is an allocated housing site in the Council's Site Allocations Plan and the owner, Network Rail, are working closely with the Homes Community Agency to bring forward this site for housing development. Similarly, Provident Land Ltd are looking at redeveloping the former Halton Moor Public house for housing and have submitted a planning application.

- 2.4 In tandem with housing growth in East Leeds the Council and the Environment Agency are looking at a strategic catchment wide approach to delivering sustainable urban drainage and green infrastructure investment within the Wyke Beck catchment area that will provide flood risk benefits, biodiversity and river water quality enhancements. One such project is a natural flood management scheme at Killingbeck Meadows that has recently been granted planning permission in February 2017. The Killingbeck Meadows scheme will provide the potential to store approximately 25,000 cu metres of water in a storm event and will reduce flood risk to residential properties downstream in the catchment area as well as provide public amenity and biodiversity benefits. The scheme will be funded partly from S106 drainage contributions from Keepmoat and Strata's housing development sites in Seacroft and Halton Moor. The Council is also hoping to secure ERDF money towards this project and have recently submitted an outline bid under the European Structural and Investment Fund (ESIF).

3 Main Issues

- 3.1 The Halton Moor and Osmondthorpe area has a legacy of former housing sites that underwent a programme of demolition in early 2000. The focus of the Council's activity is to bring forward new homes on brownfield sites that will assist in the regeneration of Halton Moor and Osmondthorpe.
- 3.2 The Development Framework will help to guide and promote future development in Halton Moor and Osmondthorpe and to ensure the benefits of investment are realised as part of an integrated approach to regeneration, a strategy is required which helps set out local aspirations for change, the delivery of which could be supported by new development through S106 contributions and the Community Infrastructure Levy.
- 3.3 The Development Framework identifies opportunities for housing development on both Council and third party land, improvements to open space and green connectivity, improvements to public transport including walking and cycling to help local people access training and job opportunities in the local area.
- 3.4 Once approved, the framework will be used to promote regeneration opportunities to developers and guide proposals as they emerge and will be a material consideration to support the determination of planning applications. This will assist the delivery of the sites included in the brownfield land programme as well as helping to bring forward other investment as set out in the Framework. As the Framework sets out an overarching vision and high level development and investment opportunities, there is further work to be done to define the nature of individual schemes working with developers. There are further opportunities for community involvement as development proposals emerge and around options for greenspace investment.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 Scoping work on the Halton Moor and Osmondthorpe Development Framework began in early 2015 with the Council working closely with a range of Council Services, Ward Members, residents and other stakeholders. The Temple Newsam Ward Members have been closely involved throughout the drafting of the Development Framework and are supportive of the final document.
- 4.1.2 In parallel with the public consultation undertaken by Keepmoat and Strata in October 2016 on their pre-planning application submissions, the Council carried out public consultation on the Draft Halton Moor and Osmondthorpe Development Framework.
- 4.1.3 The Development Framework was publicised via social media, press releases and 2 events were held at the Osmondthorpe One Stop Centre on the 4th and 6th October 2016. In addition, the Development Framework was presented to the Halton Moor Forum on 4th October 2016. The feedback received from the consultation although limited has been positive and has helped to shape the document.
- 4.1.4 Through Keepmoat undertaking further public consultation in Halton Moor in March 2017 on its planning applications, further comments have been received that are relevant to the Development Framework with comments received supporting the principle of delivering complementary investment alongside housing growth.
- 4.1.5 The regeneration of the area through this Development Framework aims to revitalise the neighbourhood through investment in new housing, greenspace and creating employment and training opportunities for local people. It will provide for further investment in the local environment with emphasis on improving greenspaces, parks and greenspace connectivity, offering the opportunity for improving public transport links and taking advantage of the nearby Leeds City Region Enterprise Zone (LCREZ) which will provide employment opportunities. No additional retail provision is proposed within the Development Framework as the area already supports retail provision albeit at a small scale and the additional housing proposed within the Framework will help to sustain this current level of provision. Discussions have taken place with First Bus about improving bus services within the estate and in particular connections to the LCREZ.
- 4.1.6 The Executive Member for Regeneration, Transport and Planning has been consulted on and is supportive of the Development Framework.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 Proposed housing developments will require planning consent including a consideration of affordable housing requirements in line with Leeds City Council policy. This will include housing market assessment data and will consider the housing needs of equality groups in the neighbourhood context. The principle of working with existing community networks is perceived as the most likely to involve as wide a range of people as possible. Factors that might impact on community cohesion as new residents in different tenures arrive will be explicitly considered in response to perceived risk.

4.3 Council policies and City Priorities

4.3.1 The delivery of new homes on brownfield land and regeneration of deprived areas seeks to deliver the Council's Strong economy – Compassionate city ambitions. In addition, such work contributes to a number of Best Council Objectives, in particular:

- promoting sustainable and inclusive economic growth through the development of new homes including affordable provision with linked construction jobs and training opportunities;
- becoming a more efficient and enterprising Council through reducing the costs associated with managing surplus land, providing better quality living accommodation and environmental quality of neighbourhoods whilst securing New Homes Bonus income to the Council;
- building a Child Friendly City through ensuring high quality design and linked provision of play areas and open space; and
- supporting the delivery of the better lives programme by facilitating opportunities for the delivery of specialist older people's housing.

4.4 Resources and value for money

4.4.1 Officer time from within the Asset Management and Regeneration, Housing Leeds, Parks and Countryside, Locality Teams, Planning and the Sustainable Design Unit has been met from within existing resources. Costs of community consultation, printing and any other work to inform the preparation of the frameworks has been met by the Regeneration Programmes Division budget.

4.4.2 The majority of development sites identified in the framework are Council owned and could provide a capital receipt for the Council. There are costs associated with the implementation of some of the wider improvements identified in the framework such as greenspace enhancements. Possible grant funding sources and the use of planning contributions will assist with the delivery of such work.

4.5 Legal Implications, Access to Information and Call In

4.5.1 There are no specific legal implications on the Development Framework. Legal input will be required as the Council engages with developers to bring forward schemes.

4.6 Risk Management

4.6.1 The drafting of the framework is the product of robust research and consultation and has been brought forward with full reference to the Council's activities in reviewing development potential. As such it is considered that there are minimal risks to the Council in agreeing the Framework as informal planning guidance and as a tool for assisting planning and guiding development in the area.

4.6.2 The majority of the sites are brownfield and are consistent with the adopted Leeds Unitary Development Plan and the Publication Draft Site Allocations Plan. One

site (former Halton Moor Public House) is currently protected as Greenspace in the adopted UDP and the Publication Draft Site Allocations Plan but is proposed to be reallocated for housing through the Council's pre-inquiry submission changes.

5 Conclusions

- 5.1 The Council owns a large number of brownfield sites in the Halton Moor and Osmondthorpe. The Development Framework has been prepared to promote the area to developers setting out where new housing could be developed and the other investment needs in the area to ensure that all residents benefit.
- 5.2 The Framework has been prepared with substantial input from Ward Members and the local community. Once approved, the document will be disseminated widely and published on the Council website.

6 Recommendations

- 6.1 Planning Board is asked to note the contents of this report and:
 - i) The Chief Planning Officer is requested to approve the Halton Moor and Osmondthorpe Development Framework that will help shape the future regeneration of these neighbourhoods of East Leeds.
 - ii) Approve that the Chief Planning Officer makes future changes to the Development Framework to ensure consistency with the Site Allocations Plan upon its adoption.

7 Appendix

- 7.1 Halton Moor and Osmondthorpe Development Framework document and plan.

8 Background documents¹

- 8.1 None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.